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MEMORANDUM FOR: Chief, Western Europe Division
Chief, Eastern Europe Division
Chief, Southeast Europe Division
Chief, Soviet Russia Division
Chief, Near East and Africa Division
Chief, Far East Division
Chief, Western Hemisphere Division
Chief, Planning and Program Coordination Staff
Director of Training

SUBJECT : Guidance on Concepts and Implementation of the
Evasion and Escape Fingerprint Identification
System

1. The purpose of this memorandum is to offer guidance on the concepts, development and requirements of the Evasion and Escape Fingerprint Identification System, (EEFIS). It is intended that this information be utilized by Agency headquarters elements in planning, preparation and support for operational activities in the E&E field. The PP Staff is preparing a book dispatch for dissemination to the field of the information contained herein.

2. THE EVASION AND ESCAPE FINGERPRINT IDENTIFICATION SYSTEM
(EEFIS)

One of the most important aspects of the E&E field, applicable to many aspects of unconventional warfare and/or paramilitary activities, is the requirement for a capability of positive identification by CIA controlled or influenced indigenous elements of evaders or unknown contacts.

The EEFIS was developed by the Agency in coordination with the U.S. Military Services, in specific response to a requirement accepted by the Agency within the official Agency-Military Delineation of Responsibilities for Evasion and Escape. The abbreviated form, "EEFIS" has been utilized in referring to the system. The Delineation of Responsibility for the E&E field specifies that the Agency "is responsible, in coordination with the Military, for development of systems to enable verification of identity by clandestine mechanisms of evaders and escapers." The EEFIS completed in 1958, is the result of Agency fulfillment of this responsibility.

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The system, as it has been developed, provides a method for rapid and positive identification of U.S. military and other selected personnel, by U.S. controlled or influenced indigenous elements in hostile areas, normally utilizing radio for transmission of the identifying data. A major objective in the creation of this system was to reduce the possibility of enemy penetration and compromise of these staybehind elements.

During development of the system it was determined that the EEFIS was generally applicable to a majority of Agency operations in that it offers a positive security factor not hitherto existant in contacts between assets not known to one another. This aspect is being developed in another guidance paper which will incorporate the more comprehensive potential of the system.

A. SCOPE OF THE EEFIS

(1) The EEFIS is based on the fingerprint identification principles utilized by the Federal Bureau of Investigation, although the EEFIS is somewhat more simple than the procedures of the Bureau.

(2) The system affords Agency controlled or influenced, EEFIS-trained E&S nets, nuclei or other assets as appropriate, the capability for positive identification of U.S. evaders and other selected personnel, who present themselves to such elements for assistance. The system has a potential for application throughout the entire clandestine field inasmuch as it may be utilized by Agency controlled or influenced assets, for the identification of the following classes of personnel in periods of cold or hot war:

a. U.S. civilians or other persons whose fingerprints are on file with the FBI, evading capture in hostile areas;

b. U.S. military personnel evading capture in hostile areas;

c. Agency indigenous assets;

d. Mutual identification of U.S.; or U.S. directed, personnel infiltrating into hostile areas for purposes of contact with U.S. directed or influenced resistance elements, guerrilla elements, etc.

e. Allied military or civilian personnel. (Specific agreement thereon have not been reached with any Ally and modification of the system may be necessary to meet Allied requirements.)

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(2) Training:

(a) of Agency operators

(b) of selected military personnel, as may be mutually agreed upon at a later date.

MILITARY RESPONSIBILITIES

(1) U.S. Air Force, as the JCS executive agent for matters pertaining to E&E, will coordinate the program among the Military Services.

(2) Development of methods for improvement of military fingerprinting of military personnel with the objective of reducing the percentage of inadequate military fingerprints submitted to the FBI.

(3) Training and briefing of military personnel.

(4) Furnishing of personal data to the Agency as required to facilitate identification and verification procedures in instances where the fingerprint information transmitted by the indigenous element is incomplete or inadequate.

(5) Commanders of Commands established by the Joint Chiefs of Staff will be responsible for:

(a) In coordination with the Agency, the peacetime planning training, conduct of exercises, and testing to ensure the establishment of the system;

(b) Wartime extension of peacetime responsibilities and control and administration of the system within the appropriate areas of responsibilities.

C. EEFIS OPERATIONAL PROCEDURES

The Agency will implement the EEFIS by training of indigenous assets within the Agency's appropriate facilities. The operational procedures for wartime or contingency use of the system will be as follows:

(1) ASSUMPTIONS:

(a) Existence of Agency controlled/influenced facilities, trained in the EEFIS.

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(b) Existence of a condition of hot war or a contingency in which evasion by U.S., or other selected personnel, is necessary to avoid capture in hostile territory and in which persons may contact Agency assets for assistance.

(2) PROCEDURES

(a) The EEFIS trained elements, prior to offering the person or evader more than immediate assistance of a survival nature, i.e. subsistence, medical care as available, safe holding areas, etc., will take the fingerprints of the individual. If, in the case of U.S. military evaders, several persons, such as an aircrew or a combat patrol, make contact as a group with such staybehind facility, the indigenous element may require the fingerprints of only one or two members of the group, PROVIDING ALL MEMBERS OF THE GROUP ARE POSITIVELY AND PERSONALLY KNOWN TO ONE ANOTHER AS U.S. PERSONNEL.

(b) The indigenous element will classify the fingerprints according to the prescribed techniques of the system, encode the classification, transmit the coded message through appropriate clandestine channels to the Agency field station or base or, in cases where military elements are involved in E&E and use of the EEFIS, to the military theater E&E center. In all cases, whether the identification data is sent from the clandestine element to an Agency base/station, or to the military theater E&E center, the data is finally forwarded to Agency headquarters. At Agency headquarters, PP/FMD, in conjunction with the FBI and the Department of Defense, will verify the identity of the person fingerprinted. The Agency will transmit results of the headquarters authentication, lack thereof, or further requirements thereon, to the field station or theater E&E center, from which the reply will be transmitted to the indigenous or military element. Assuming, for example, that the identity of the evader has been authenticated, the indigenous element will then accept the individual as bona fide and one in whom they may place trust and offer all assistance possible. The E&E element will endeavor to effect the ultimate recovery of the evader through use of secure holding and movement elements, or other E&E capability. In instances where positive identification is desired of two previously unknown contacting elements, i.e., an agent infiltrating to a resistance element, the EEFIS may be utilized

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to assure the appropriate party that he or they are contacting the correct personnel. In all instances, indigenous elements, when transmitting the encoded fingerprint data, will follow the form prescribed in the Agency training manual. Headquarters, in response to such messages, will follow the form also prescribed in the training manual.

4. AGENCY IMPLEMENTATION OF EEFIS

A. COORDINATION

The FP/FMD, as the coordinating element for Agency E&E activities, will coordinate Agency administrative and operational implementation of the EEFIS as well as liaison with the U.S. Military Services on this subject. Individual attention will be given by the FP/FMD to general and particular operational problems in the implementation and maintenance of the system in order to effect efficient and comprehensive coordination. Agency field coordination will be effected through the Chiefs of Stations and, as appropriate, the Senior War Planners.

B. OPERATIONAL COORDINATION

Pursuant to the foregoing, global implementation of the EEFIS will require training in the system and planning for its use by all Agency indigenous assets in E&E or other appropriate activities, including externally held assets, for use thereof in hot war or contingencies. Therefore, it will be necessary to assess projects for the purpose of ascertaining the potentials for use of EEFIS that may exist, present or future. Agency operational elements should make specific note of the additional potential use of the system as set forth in Paragraph 2C(4) and 3C(2)e.

5. TRAINING PLANS FOR EEFIS

It is the intention of the Agency that all appropriate field stations and bases have sufficient personnel qualified in the EEFIS to carry out and maintain the training and proficiency of the program among the necessary indigenous assets.

A. TIME REQUIREMENTS FOR TRAINING

(1) Staff Employee and Staff Agency Personnel

The Office of Training has indicated that a qualified Staff employee or Staff Agent instructor may be trained

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within a period of three to five days. These same Staff instructors, in the field, will be responsible, under the Chief of Station, for the training of appropriate indigenous personnel in the use of REFIS.

(2) Indigenous Agent Personnel

The training-time of indigenous personnel will vary, depending on the aptitude of the indigenous student, the language facility of the student and/or instructor, and the security factors in existence, i.e., training opportunities under appropriate cover, etc. Under normal circumstances it is anticipated that days should be sufficient for thorough training of an indigenous agent.

B. AGENCY CAREER PERSONNEL TRAINING PLAN

There are some trained Agency personnel in various areas in the field, capable of initiating implementation of the REFIS. In addition, training is available for Agency personnel going to the field for assignment to operational activities in which the system can be utilized. It is anticipated that within approximately two years, the Agency will have a capability for full implementation of the REFIS in the field and among appropriate indigenous elements. Headquarters will be responsible for maintaining continuity of this aspect of the program, and assuring that all appropriate field elements have qualified personnel available. It will be the responsibility of the area divisions to insure that such replacement personnel are afforded the opportunity for the REFIS training.

C. INDIGENOUS PERSONNEL TRAINING

It will be the responsibility of each area division to effect appropriate use of the REFIS-trained Staff personnel in the field to achieve training of indigenous personnel involved in E&E programs or appropriate activities in various areas. It is necessary that implementation of this program proceed as quickly as possible and be maintained in order to effect a continuous and realistic "in place" capability for utilization of this system. ✓

D. TRAINING AIDS

It is anticipated the revised REFIS manual and agent "guides" (abbreviated plastic reference cards) will be in the hands of the area divisions and other appropriate Agency elements

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by March 1959. This new manual makes no basic change in the system except that the description of the fingerprinted person has been reduced to name, nationality, military service and military service number only. The new manual will offer improved fingerprint examples and increased clarity in explanation of techniques of the system, thereby making more simple the tasks of the indigenous agent.

(1) TRAINING AIDS IN FOREIGN LANGUAGES

The area divisions will receive the EEFIS training manual printed in English. The area Divisions have indicated that the agent "guides" are desired in the following languages:

WE: French; Dutch; Italian; Norweigan; Swedish;
Danish; Finnish

EE: German; Czechoslovakian; Hungarian; Polish

SE: Greek; Turkish

NEA: Urdu; Kurdish; Arabic; Pharsi; Armenian;
Afghani; Egyptian

FE: Burmese; Karen; Kachin; French; Mandarin;
Indonesian (Malay); Japanese; Korean (Hankul);
Tagalog; Thai; Vietnamese

The area divisions will be furnished with master copies of the initial headquarters translations for the "guides", which should be sent to the field to ascertain correctness of the translation with the local vernaculars. The PP/FMD will coordinate with the area divisions in cases where the desired translations are not feasible at headquarters. In such instances it will be necessary to accomplish the translation in the field. The area divisions will be expected to inform the PP/FMD as to the correctness and acceptability of the translation, or to furnish a substitute translation from the field, at which time final production of the "guides" will be undertaken by headquarters. It is recommended, in all cases of checking the translation in the field or field production of a translation, the indigenous personnel involved be trained in the EEFIS to assure an accurate check or comprehensive translation. It is anticipated that the production of the "guides" by headquarters, in the numbers desired by the area divisions, will be achieved by 1 July 1959.

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6. U.S. MILITARY USE OF EEFIS

In general, U.S. Military personnel will not be trained in the techniques of the system. However, it is stipulated in the Agency-Military Agreement on the EEFIS that it may become necessary for the Agency to undertake training of appropriate military personnel. It is anticipated that only key military personnel will be so trained and that they will represent units which are expected to become involved in the actual wartime development of EME facilities in hostile areas, i.e., the U.S. Army Special Forces elements, etc. Training of key personnel will be undertaken by the Agency when appropriate agreement has been reached between this organization and the Military Services and coordination will be accomplished by Agency headquarters. The communications channels for use of the EEFIS within wartime military-developed EME facilities will be from the covert or military EME element in the field to the Agency representative on the theater EME center and thence to the Agency headquarters where identification action will be effected. The headquarters reply will be transmitted to the field via the same communications channels.

In addition to the foregoing it is advantageous to offer the Military Services information on the EEFIS for use as briefing material for potential evaders. Such data will assist in pointing out what might be expected should military personnel be forced to evade the enemy in hostile territory and be fortunate enough to contact a U.S. controlled or influenced clandestine facility. Such information will be forwarded to the military within the near future and will include:

- A. General information on the system and its operation, lines of communication, headquarters identification procedures;
- B. Responsibilities of the evader once he has contacted and accepted assistance of the EME facility; the possibility of the evader having to await, for some time, accomplishment of the identification procedures, and the assurance of sound security offered by the system.

7. ALLIED USE OF THE EEFIS

Agency efforts to achieve acceptance of use of the EEFIS by U.S. Allies within their clandestine EME facilities have progressed slowly. However, certain Allied services have endorsed and encouraged the use of the system in identification of their own as well as U.S. personnel. At the outset, it should be realized that no program and facilities which exist in the U.S. (FBI). It is possible that before the fiscal year (1959) is over the Agency will have completed a "single fingerprint system" for presentation to appropriate Allies.


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8. ALTERNATE METHODS OF E&E IDENTIFICATION

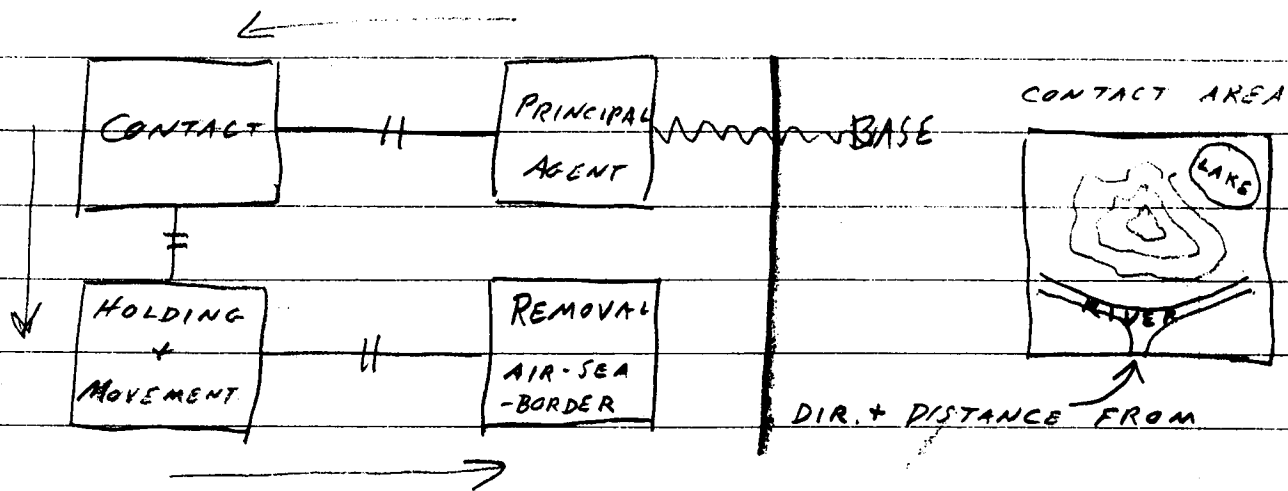
There has been an extensive history of efforts, successful and otherwise, for the development of other means of mutual identification of evader and indigenous friendly elements. Under today's political conditions there is increased concern over making a wrong contact by either the evader or indigenous element. The EEFIS has proven to be the most effective method of identification in this field. However, under conditions of extensive warfare, there will be conditions and areas in which EEFIS cannot be incorporated into friendly E&E elements, present existing or those which may emerge or form. To meet such circumstances, the Agency is undertaking coordination of additional E&E identification systems in order to meet all possible exigencies which may arise. Such additional systems will include the use of codes, signs, symbols, a change of talismen, interrogation of the evader on physical or biographical factors, etc. It is recognized that these systems would be utilized, generally, on an ad hoc and changing basis, as has been the case in the past. They may also be applicable even in cases where the fingerprint system is in operation. In these latter cases it is anticipated that an E&E facility using EEFIS as a basic identification system may well accept, temporarily, and hold personnel using supplementary identification systems such as those mentioned above. However, it is expected that such E&E facilities would also employ the EEFIS, supplementing the regular EEFIS transmission with the fact another identification method has been used and requesting advice of the higher authority for confirmation of the supplementary system. As in all cases of pending identity-verification, the E&E facilities will be forced to hold the evader outside the critical elements of the facility until identification is achieved.

9. The present Defense-CIA Agreement on the Delineation of Responsibilities for the field of E&E, previously mentioned in paragraph 2 above, has been in effect since August, 1957. This document is presently under revision and when final agreement thereon is reached the addressees of this memorandum will be advised of the results.

10. The FP/FMD anticipates dissemination of further information, doctrines and techniques pertaining to the field of Evasion and Escape, as such developments occur.

 Chief
Psychological and Paramilitary Staff

"EVASION & ESCAPE MECHANISM"



I METHODS OF CONTACT - FINGERPRINTS

II NON-DENIED VS DENIED AREAS

III DEGREE OF SUPPORT - for all friendlies

Coordination with military is necessary for in-ex (inter)

All operating divisions should recruit, train & hold action units

3-5 days to train agent in taking fingerprints - OTR Train AEDEPOT

Plastic agent guide in classifying fingerprints

HDCRUSADE - POW program

E & E aids book

Distances

Paper - "Delineation of E & E Responsibilities"